Civil Action No. 1:18cv903 J.E.C.M., et al.,

Plaintiffs/Petitioners,

. Alexandria, Virginia vs.

November 22, 2019

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JONATHAN HAYES, Director, . 10:07 a.m.

Office of Refugee Resettlement, et al.,

Defendants/Respondents.

TRANSCRIPT OF MOTIONS HEARING BEFORE THE HONORABLE LEONIE M. BRINKEMA UNITED STATES DISTRICT JUDGE

APPEARANCES:

FOR THE PLAINTIFFS/ REBECCA R. WOLOZIN, ESQ.

SIMON SANDOVAL-MOSHENBERG, ESQ. PETITIONERS:

Legal Aid Justice Center

6066 Leesburg Pike, Suite 520

Falls Church, VA 22041

and

DALLIN G. GLENN, ESQ.

Sterne, Kessler, Goldstein &

Fox PLLC

1100 New York Avenue, N.W.

Washington, D.C. 20005

FOR THE DEFENDANTS/ DENNIS C. BARGHAAN, JR., AUSA

CATHERINE M. YANG, AUSA RESPONDENTS: JEFFREY A. HALL, SAUSA

United States Attorney's Office

2100 Jamieson Avenue Alexandria, VA 22314

ALSO PRESENT: KATRINA HODGES, ESQ.

(Pages 1 - 25)

COMPUTERIZED TRANSCRIPTION OF STENOGRAPHIC NOTES

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1	OFFICIAL COURT REPORTER:	ANNELIESE J. THOMSON, RDR, CRR U.S. District Court, Third Floor
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- 1 from the U.S. Attorney's Office, on behalf of the government.
- 2 With me today are my colleagues, Dennis Barghaan and Jeffrey
- 3 Hall. Along with us we have agency counsel from the Department
- 4 of Health and Human Services, Katrina Hodges.
- 5 THE COURT: All right. Well, what we have on the
- 6 record this morning is the plaintiffs' motion for summary
- 7 | judgment and the federal defendants' motion for summary
- 8 judgment, which both sides have briefed extensively, so I don't
- 9 | need to hear a whole lot of argument, but I would like, I guess
- 10 | we'll start with the plaintiffs.
- 11 And I'm curious, the question I first have is what,
- 12 | what is the actual remedy you're seeking under Count 1? What
- do you want the Court to do in this case on Count -- as to
- 14 | Count 1?
- MR. GLENN: Thank you, Your Honor. As to the ICE
- 16 | sharing policy?
- 17 THE COURT: Yeah.
- MR. GLENN: The, the Count 1 -- I'm sorry, could you
- 19 | refresh me, is that -- is Count 1 the --
- THE COURT: I just want to know, again, this is a
- 21 very difficult and complicated case because we're dealing --
- 22 and my greatest concern is with minors. I know there's also an
- 23 | issue about, you know, the family members' rights to family
- 24 unification and having access to these children, but the real
- 25 | concern, and it should be for everybody in this case, is how

these unaccompanied minor children are being handled, and I don't -- I don't think anyone disputes the fact that it's not in these children's best interest for them to be held in ORR custody any longer than necessary. I mean, that's a fundamental everybody agrees on.

And the second fundamental that everybody agrees on or should agree upon is that the placement of these children is a very serious responsibility that the government has, and it has to make sure that wherever the children are placed is a safe environment. I don't think anyone disputes that. And that should be the core and sole interest of the federal defendants in this process.

And so what you have done in your case -- and this case, of course, has been morphing because the government's been changing the policy and even some of the legislation now has changed some of the original problems that existed when this case was first filed. So it's a case that has been constantly morphing, but we're at this point now where both sides are asking the Court, you know, to either end the litigation or significantly reduce the amount of issues that would have to go forward to litigation.

And so, you know, in looking at the situation, if the plaintiff could get exactly what the plaintiffs want, what is it you want out of this litigation?

MR. GLENN: Yes, Your Honor. The plaintiffs seek to

- 1 have the ICE sharing policy set aside for failure to follow 2 notice and comment as being contrary to law. 3 THE COURT: And by that you mean you don't want ORR 4 having anything to do with ICE? Is that what you're asking, no 5 communication with ICE whatsoever about this process? MR. GLENN: No, Your Honor. We're referring to 6 7 specific portions of the MOAs; that's particularly section 5. 8 THE COURT: All right. 9 MR. GLENN: And then the ORR quide at section 2.5. 10 THE COURT: All right. And specifically, what do you 11 want the Court to tell the government it can no longer do? 12 MR. GLENN: We want the Court to tell them that they 13 can no longer enforce those provisions, that they're set aside. 14 THE COURT: All right. And that, that is what you're 15 seeking in this case? 16 MR. GLENN: Yes, Your Honor. 17 THE COURT: All right. Let me have the government
 - respond to that. And that is, specifically if, if you are not permitted to interact with ICE in that respect, to what extent does that limit your ability to safely vet the custodial situations for these minors?

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MS. YANG: Yes, Your Honor. With respect to the coordination between ORR and D HS, that coordination, as Your Honor is aware, goes back many years and is expressly permitted in the TVPRA, which contains an express provision that says

the end of December. And to the point of the continuing

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resolution being, you know, having a temporal scope, the fact that there is a temporal scope doesn't make it any less of a statute. Fourth Circuit authority is clear that even an appropriations rider is still a full-blown statute, and so long as it remains in effect, that a separate aspect -- the legislation is a separate legislative activity in addition to the agency action that has really removed the issue from being a live one.

THE COURT: But as you know, I mean, the, the plaintiff has pointed to and I'm certainly very much aware of the Fourth Circuit's Porter decision which goes to this issue about, you know, whether -- the fact that a government entity has changed a practice that would otherwise be problematic doesn't necessarily mean that the issue is moot unless there is some kind of a guarantee or a very clear acknowledgement by the government that it's not going to engage in such conduct in the future.

What do we have in this record that would indicate to the Court that the government has taken a position which would strongly indicate that there's not going to be a change in this policy prohibiting the DHS from using any of this information to enforce the immigration laws?

MS. YANG: Yes, Your Honor. And I think in this respect, it's important to consider both pieces of the MOA that was originally challenged in this case. As Your Honor is

aware, it contained both a fingerprinting requirement and then also the separate information-sharing piece.

The fingerprinting requirement is that which is solely within the control of, of HHS, of ORR, and in that respect, that policy has been rescinded for nearly a year at this point. ORR has rearranged its program operations around that change. ORR's director and leadership have given sworn testimony to Congress stating that they are in support of those operational directives that made the change. They have indicated that they have no foreseeable intent of returning to that fingerprint policy.

Counsel through our papers and here today, we are making our presentation to the Court that ORR has no foreseeable intent of returning to those policies. In addition to that agency action, Congress also has legislated that ORR is not permitted to use any of its funds to rescind any of those operational directives on its own. So that's the fingerprinting piece.

With respect to the information-sharing piece, there's nothing that ORR can do to control the way that DHS uses information, but the legislature has -- and as I noted before, Congress has placed restrictions on the ability of DHS to use that information for immigration enforcement. So I think --

THE COURT: But that's only in place through the end

of December.

MS. YANG: That's correct; however, any future appropriations activity that -- any future restrictions that Congress places on the appropriations that they, that they provide and authorize for DHS, firstly, there's been no indication that Congress would, would go back to -- would remove the restrictions that they have so far imposed on DHS, and it's, it's really going down the precarious path of speculating about what the legislature might do, but in this respect, I think there are a few things that make this case different from the *Porter* case.

One of them is this, this additional element of legislative action that additionally moves the issue beyond just what the agency itself --

THE COURT: All right, let me ask you about that legislative action. Was there any vigorous discussion of this element of information sharing during the course of that statute being enacted, in other words, within either the congressional debates? Was the issue clearly before the legislators so that we can look at this legislation as truly reflecting a reasoned consideration of the issue, or was it one of these things, as we all know with federal legislation, frequently there are little riders and little attachments that practically no one has read and it gets passed and now that's the law but no one really thought about it?

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What do we have in the record indicating that this was an issue that was significantly discussed, thought about, and therefore one can say was, you know, seriously intended as expressing congressional will? MS. YANG: I think we have the testimony involving both DHS as well as HHS before the House Appropriations Committee. In fact, I believe that testimony at least by DHS was one that the plaintiffs attached as an exhibit to their, to their papers in which the information-sharing piece and the alleged fears of immigration enforcement were discussed extensively. I also know that at least on behalf of HHS, its director and its leadership have also participated in hearings before the Appropriations Committee. That also occurred in July of this year. THE COURT: And how was the vote? Was it unanimous or was there -- was it one of these close votes? MS. YANG: I'm not sure, Your Honor. THE COURT: Does anybody know how the vote was on that piece of legislation? My understanding is on the continuing resolution, it was not unanimous. In fact, I think it was a smaller margin than it has been in the past. Am I correct about that, that there were a fair number of dissenting votes? I don't know the exact count --MS. WOLOZIN:

12 1 THE COURT: Up --2 MS. WOLOZIN: I'm sorry. I don't know the exact 3 count, Your Honor, but I do know it wasn't unanimous enactment, 4 and as to the continuing resolution, I'm not aware --5 THE COURT: All right. MS. WOLOZIN: -- but when it was initially placed. 6 7 THE COURT: All right, go ahead. There are a few other elements that I 8 MS. YANG: 9 wanted to discuss in which this case is different from that in 10 Porter, and one of them is, as I mentioned, the additional 11 piece of the legislative activity that separately missed the 12 issue, but a second one is that in Porter, the issue was the 13 underlying constitutionality of previous conditions of 14 confinement in a prison. 15 In this case, plaintiffs have never asked the Court 16 to find that it's unconstitutional in some way to require 17 fingerprints from sponsors, and I think, candidly, they would 18 be hard-pressed to do so because every state child welfare case 19 uses fingerprints in every case. 20 So, so I think that also is a distinction because 21 they're not asking that the underlying requirement of providing 22 fingerprints is somehow unlawful. So I think that's also a 23 concern that was animating the court in Porter, where there was 24 a concern that absent some, some guarantee that the prison

would not return to those conditions, that somehow those

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unconstitutional conditions would return.

And just as a, another note, with respect to acquiring the injunction that plaintiffs are seeking in this case, they bear the burden of showing that there's going to be no significant threat of recurrence. Our position is that through the assurances that ORR has made, including the assurances that counsel has made to this Court and that its leadership has made to Congress, that ORR has no foreseeable intent of returning to the fingerprinting policy, which really just leaves us then at the end of the day with this information-sharing practice between federal agencies.

And as Your Honor is aware from our briefing, the Fourth Circuit earlier this year held that information sharing on its own does not, does not bring any sort of agency action that is subject to review under the APA, because information is routinely shared among federal agencies. That's part of how the federal government works.

So at the end of the day, our position is that we're really left with just information sharing and that the Fourth Circuit has said very squarely that that's not an agency action.

THE COURT: But the problem in this particular case is that the information sharing at least initially when this case was first filed almost resulted in counterproductivity, and that is, if the goal of ORR was to get these children

placed in a -- but by sharing the information without any restrictions on what Homeland Security could do with the information, in some cases, the fear was that otherwise eligible sponsors became ineligible because they were going to be deported or that they were being intimidated and therefore not coming forward.

And so the information sharing was actually cutting against ORR's interest in getting these kids placed, and so I don't think this is exactly the same as just raw information sharing. It doesn't make sense that one agency would be sharing information that could result in the agency being frustrated in achieving its goals, and I think that was part of the problem.

MS. YANG: I would push back on, on that characterization, Your Honor, and that's because again, this -- I think this is where the distinction between the fingerprint, expanded fingerprint policy and the information sharing really does matter, the distinction really does matter, because what ORR observed was that there was a correlation certainly between the amount of time that it took for household members to submit their fingerprints and that that -- there was a correlation between that requirement, the fingerprinting requirement, and the amount of time the children were spending in care.

There was no similar finding in terms of the information-sharing piece, and as we've learned from discovery,

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     there really was no -- the alleged effect of immigration
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     enforcement deterring sponsors from coming forward really
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     hasn't been borne out by the discovery in this case both with
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     respect to the individual sponsor plaintiffs themselves and
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     their own experiences but also in the undisputed data and the
     undisputed expert testimony that's been taken in this case that
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     hasn't revealed any sort of general deterrence in terms of
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     sponsors coming forward.
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               So I think in that respect, it is important to
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     remember the distinction between the fingerprints and the
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     information sharing. The fingerprints, which was the piece
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     that had a correlation to the increased length of care, that
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     has long -- no longer been the policy of ORR.
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     information-sharing piece that remains and that is really just
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     information sharing between federal agencies, as the City of
     New York case recognized, really just leaves us without any
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     real material collateral effect that plaintiffs have been able
     to demonstrate.
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               THE COURT: All right, thank you.
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                          Thank you.
               MS. YANG:
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               THE COURT: I'll hear from the plaintiff.
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               MR. GLENN: Your Honor, with respect to mootness,
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     defendants have to show under Porter that there is an
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     unconditional and irrevocable agreement that they won't return
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     to the challenged conduct. They have represented that they
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- have no foreseeable intent, and Your Honor can judge what that means, but it sounds to us like that they keep open the possibility of returning in the future if circumstances change. There are a number of factors that show that they, they do have an intent to resume the conduct. First is that the MOA has not been rescinded, even though ORR officials testified that it should be and ORR has the authority under section 10 of the MOA to rescind it with 30 days' notice, without cause, unilaterally. Second is that pursuant to the MOA, ORR continues to share fingerprints with ICE in every case where fingerprints are gathered, even though they are not using those fingerprints. That, that is an undisputed fact, 13 in our plaintiffs' brief, Your Honor. Another undisputed fact from our brief is that the operational directives that rolled back some of, some of the policies were intended to be temporary. That's undisputed fact 11, Your Honor. And finally, the funding restrictions are temporary.
 - They'll expire on December 20. And Renee v. Duncan is the -is most instructive on that point, that an appropriations bill that temporarily constrains the agency action does not moot that action going forward.
- 24 THE COURT: All right, thank you.
- 25 All right, let me see if I have any other questions

or any other issue that I want to raise. There has been in the course of this case some concern about the different categories of sponsors, and I am curious, I guess this question again is for the defendants, what's the rationale ORR has used for providing different levels of notice and appeal rights to Category 1 versus Category 2 sponsors?

MS. YANG: Certainly, Your Honor. The rationale is that ultimately at the end of the day, constitutional due process is particularized to the circumstances of the cases, and in ORR's view and as is reflected in state child welfare practice, parents have fundamental rights to the upbringing of their children. ORR recognizes those rights, and so it's provided -- in addition to the process that it provides during the sponsorship application process, ORR has chosen to provide an additional hearing at the end of that process if a parent is denied, in full recognition that in state law and in state jurisdictions, parents are given that fundamental right to their children.

That same right is not recognized either under federal standards or state standards with respect to nonparent relatives; and so the rationale really is first that, that there's a difference in the rights, in the legal protections that are available for parents versus nonparents; and secondly, that when you start expanding constitutional due process out in this manner, that increases the burden on the agency.

As Your Honor is familiar from our papers, the way that these hearings are conducted is that the assistant secretary of Health and Human Services presides over the hearing, and the individual federal field specialist who made the decision in the case appears and testifies and basically explains why he or she made the decisions that they did.

By expanding these types of hearings out to categories of relatives or other adults who in state, in state law don't have the same recognized right imposes an additional burden on ORR by taking resources away from those FFSs who continue to have the same caseloads, continue to need to review individual cases, make release decisions, consult with the case managers who are handling those cases, and by taking their attention away from those individual cases to testify in hearings, we don't believe actually serves the interests of either the program or the children who ORR is trying to place safely with sponsors.

THE COURT: All right. Do you want to respond to that?

MS. WOLOZIN: Yes, Your Honor.

THE COURT: Yes.

MS. WOLOZIN: First of all, as a matter of fact shown in our evidence, there have been absolutely no appeals under the current process, and so the argument that it is overly burdensome is based on some hypothetical that has actually

never taken place, because a Category 1 sponsor has never either had the inclination or opportunity to take advantage of that appeals process, and part of the reason that that is the case is because ORR argues that it should have unlimited discretion in the scope of its investigations and in the time it takes to conduct those investigations, and that only when it decides it has a final decision are there any procedures available even to a Category 1 sponsor.

THE COURT: Okay.

MS. WOLOZIN: A second brief note, Your Honor, is that while there may be a difference between a Category 1 and Category 2 sponsors in terms of the weight of the constitutional interest, the child certainly has an equally strong interest in liberty, regardless of whether it is a Category 1 or a Category 2 sponsor, and so there's not a good rationale for only providing process to those whose parents happen to be the ones that are trying to get them out.

THE COURT: All right. Now, the bottom line, though, appears to be from the evidence you-all have presented, is that the time in which the children are being kept in ORR custody has significantly decreased and is now, as I understand it, well under even the 60 days, which was considered sort of the rational limit. Everybody originally felt more than 60 days was not good, and I think it's down to, what, 30 or 40. I mean, it's down significantly.

I want to see what -- how you respond to that in terms of whether or not the plaintiffs, by having initially filed this lawsuit, have not actually achieved essentially what you really were trying to get, which was a shortened time period.

MS. WOLOZIN: Your Honor, this lawsuit is about the children who are not released within that time frame. We're very happy that more children are being released faster; however, 20 percent of the population by defendants' own data are not released within 60 days; and for those children who are not released within that time frame, even excluding -- using the class list, even excluding those in federal foster care, their average time in custody is 172 days; and due process is to protect those children in the difficult cases where they are having to wallow in custody waiting for decisions, where there's just no process to protect them once very weighty constitutional interests come into play.

We also included, I forget exactly which exhibit, but for children in custody over 50 days, which was another metric we found ORR tracks through discovery, those children likewise had an average time in custody over 100 days.

And so for the children, the 20 percent of children that are in ORR custody, they are nowhere near the 30-day total population goal, and some of them -- many of them, as we've shown through the certified class, have Category 1 or

Category 2 sponsors.

And it's especially for those children who are stuck where it's not going smoothly, where procedural due process rights are so important and it is so important to protect their rights and their families' rights.

THE COURT: All right. I want to hear a response to that.

MS. YANG: As Your Honor noted, the average length of care for children in the many months before today has gone down significantly. Now, plaintiffs point to the 20 percent across the program, I should note, that do remain in care for more than 60 days, and really, I think, I think this argument rests on at least one fundamental incorrect assumption, which is that that amount of time is attributable to ORR, in other words, that ORR has caused that deprivation, but as we've argued in our papers and as we've supported with the exhibits attached to our papers, ORR is not -- there cannot be a bright line rule that says ORR is responsible for -- is solely responsible for the amount of time that children spend in care.

If I could give a few examples that maybe would demonstrate this to the Court, the way that plaintiffs define the issue would include -- would reach the conclusion that ORR has deprived the due process rights for a child who is in ORR custody for 59 days and then on day 60 identifies a sponsor.

Under that -- under those sets of circumstances, they

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would still be included in the class as it's been defined in this case, but I don't think that the conclusion could follow that ORR has deprived them of any procedural due process.
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Similarly, we have instances from the plaintiffs in this — the named plaintiffs in this case as well as the absent class members where a child has identified a sponsor who initially says they will apply but then they become nonresponsive or they become nonresponsive for a certain period of time, and during that time, ORR reaches out to them, follows up to them, tries to get them to participate, but for whatever reason, and it can be entirely benign, life getting in the way, any other number of reasons, the sponsor chooses either not to respond or removes themselves from the process. Again, in that circumstance, I don't think the conclusion can follow that ORR has somehow deprived the child of due process.

So I think that's one very fundamental element that's been glossed over in the briefing, but it is significant in terms of figuring out whether ORR has caused a deprivation in any sense.

THE COURT: All right, thank you.

Did you want to respond to that?

MS. WOLOZIN: Yes, Your Honor. First, I would note that in terms of the named plaintiffs, all sponsors came forward nearly immediately, and this is one -- this sort of disappearing or nonresponsiveness is one way in which all of

the counts in this case are intertwined because many of the examples that defendants are referring to were resulting from fear generated by the ICE sharing policy, and so sponsors were unable to complete sponsorship applications or unable to convince household members to complete them, and so I wanted to flag for the Court that these are interrelated.

Second, at defendants' insistence, we included a hypothetical remedy to show that it is possible to account for these variations in families and for variations in sponsor responsiveness, and so I'll note that in our example, we noted perhaps a hearing would only be available to sponsors who have completed a sponsorship reunification packet. In that case, if a sponsor comes forward on day 59 and has not yet submitted a sponsor reunification packet, in this hypothetical, there wouldn't be a hearing.

And so while defendants are best placed to determine the proper procedure, we offer that example as a way to show that there are ways to target relief within their procedural designs specifically to the situations in which there is a very strong interest and right to be heard and protected.

THE COURT: All right.

MS. YANG: Your Honor, may I very quickly --

THE COURT: Yes, ma'am, go ahead.

MS. YANG: Thank you, Your Honor. And I'll very quickly just note that plaintiffs' response just now indicated

that the reason the names -- the named sponsor plaintiffs

delayed in providing information was because of fears of

immigration enforcement. Respectfully, Your Honor, as we've

laid out in our papers, the evidence -- their testimony at

deposition under oath does not support that fact. So I wanted

deposition under oath does not support that fact. So I wanted to point that out.

I will be the first to admit that there are some

Twill be the first to admit that there are some cases where there are household members who do not want to be fingerprinted. Again, the fingerprinting and the threat of -- or the fear of immigration enforcement are separate, and as we've laid out in our papers, there's been no specific showing that any, any fears of immigration enforcement were specifically due to the issues that are, that are challenged in this particular case.

THE COURT: All right. Well, obviously, we're going to take this matter under advisement. These are serious issues in these motions, and the record is fairly dense.

I would be interested, though, since it happened yesterday and that was not in either of your briefs, both sides are invited to provide the Court with more data, information about what went on with any discussions in the continuing resolution, and in particular, I am concerned because the mootness issue is, I think, a significant issue in this case. It certainly is significantly argued by the defendants.

And it is a strange situation where we have, you

Anneliese J. Thomson